

# County of San Diego



Health and Human Services Agency

## **REFUGEE EMPLOYMENT SERVICES PLAN July 2010 - June 2013**

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### BOARD OF SUPERVISORS

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## EXECUTIVE SUMMARY

The *2010-2013 REFUGEE EMPLOYMENT SERVICES (RES) PLAN* provides the framework for the provision of employment services to refugees in San Diego County for the next three years. The County of San Diego Health and Human Services Agency (HHSA) has administrative responsibility for the RES program and manages the services through contracted service providers. Within HHSA, the section that manages refugee functions and houses the County's refugee coordinator is the Strategic Planning and Operational Support (SPOS) division. SPOS also administers the CalWORKs and Welfare to Work programs which allows for better integration of services and helps maximize the benefits for refugee customers by facilitating their access to supportive services for employment. SPOS developed the RES plan with input collected throughout the year. Information was gathered at public hearings, refugee and collaborative meetings, and responses from on-line refugee customer surveys. The needs assessment process was developed with input from the Community Action Partnership (CAP), another HHSA section which, until recently had primary administrative responsibility for the RES program. Although employment services are the primary focus of this Plan, extensive data gathered in the process, and over the years, indicated the need to consider other related services such as health, mental health and financial literacy education.

The California State Refugee Programs Branch (RPB) Arrivals Information report indicates that over the last five years (October 2004 through September 2009) the County has resettled 9,372 newly arriving refugees. In contrast, for the preceding five-year period, the County received 4,091 new arrivals. This makes San Diego the second largest recipient of new arrivals for the five-year period ending September 2009. If a single year is considered, the federal fiscal year ending September 30, 2009, then San Diego County surpasses Los Angeles County, and ranks first among all California counties in the number of new refugees resettled. These statistics do not include secondary migration, where refugees who initially arrive in another county or state, move to San Diego for any reason. Secondary migration, in the last three years, accounts for over 700 additional refugees coming to San Diego.

According to the San Diego Refugee Forum, there are over 30, 000 refugee families in the San Diego area. The majority of these families reside in HHSA's geographical services areas of Central, East and North Central regions. Of the three regions, the Central region is the most economically and socially challenged, with high rates of poverty, unemployment and crime. It is also one of the most diverse and densely populated communities in the country, with more than 30 distinct languages and scores of dialects spoken in the area. Most of the more recent refugees arriving in the county are from

Iraq and are settling in the city of El Cajon located in San Diego's East County where there is an established Iraqi community.

San Diego has a strong, vibrant refugee community. The rich cultural heritages of our newcomers contribute to the county's existing cultural diversity. The region also has a multitude of service agencies which individually and jointly, through strong collaboration, can and do provide services to the refugees. HHSA is an active partner in these endeavors and the collaborative efforts result in many successes for our refugees. However, language and cultural barriers continue to impede refugees in accessing services such as health, mental health, and financial literacy programs. With these needs not satisfactorily addressed, self-sufficiency is less attainable.

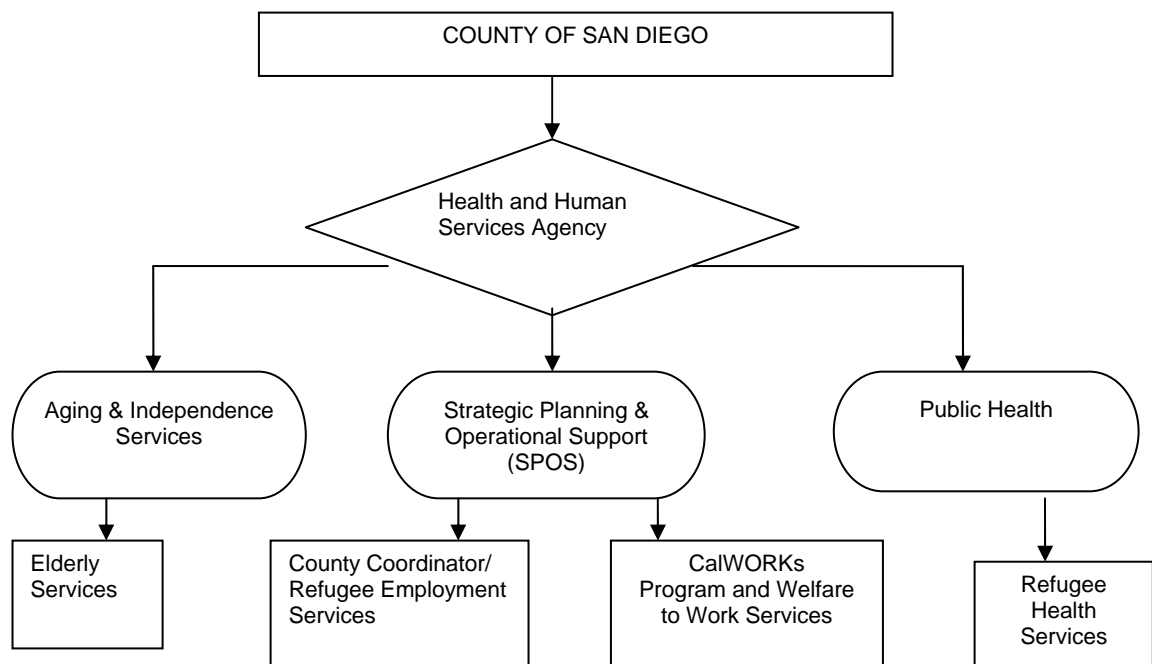
Over the next three years, Refugee Employment Services will offer three primary components: Employment, Translation and Interpretation Services and Elderly Refugee Services. The Employment and Translation components are integrated with the HHSA CalWORKs program and services will be provided through contracts with the county's Welfare to Work providers. Refugee Elderly Services will feature minor home repair and modification to help assure safety in the home for our senior refugees.

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## I. COUNTY REFUGEE PROGRAM ADMINISTRATION

The Refugee Employment Services (RES) program is administered by the Strategic Planning and Operational Support division (SPOS) of the County's Health and Human Services Agency (HHSA). The County refugee coordinator reports to SPOS executive management. SPOS is also the section within HHSA that has administrative responsibility for the CalWORKs program and administers the Welfare to Work (WTW) contracts. (In California the federal TANF program is referred to as CalWORKs.) This co-location of RES and CalWORKs allows better integration of services and helps maximize the benefits for refugee customers by enhancing resources and facilitating their access to supportive services for employment. SPOS will continue to partner with the Community Action Partnership (CAP), the HHSA section that previously managed RES planning. CAP's programs and strong community partnerships afford additional opportunities for refugee customers through CAP's cross threading and ability to assist in the promotion of health prevention and community capacity building.

The following flow chart depicts the structure of the County's RES delivery system.



The County provides other services to refugees which include public health services. Communication and coordination with other HHSA sections will continue to promote service integration and avoid duplication.

## **II. DESCRIPTION OF COUNTY'S REFUGEE PROGRAMS**

### **A. Funding Sources**

The County receives Refugee Social Service (RSS) and Targeted Assistance (TA) formula funds. Services included in the Refugee Employment Services Plan (Plan) are funded by RSS and TA allocations. The County also receives Targeted Assistance Discretionary funding. The Plan incorporates services for elderly refugees which are funded by this allocation.

### **B. General Program Description**

The primary intent of the program, in accordance with the Refugee Act, is to assist newly arrived refugees in obtaining employment and facilitate their transition to self-sufficiency as soon as possible. To achieve this goal, the County of San Diego Refugee Employment Services Plan for Fiscal Years 2010-2011 through 2012-2013 incorporates a comprehensive approach to address the employment needs of newly arrived refugees. The Plan includes a strong community networking component to address the growing number of refugees with multiple needs, diverse challenges, and unique languages. The County will continue to provide Refugee Employment Services (RES) in a culturally and linguistically appropriate manner and in accordance with all applicable federal, state, and county laws, amendments, regulations, and guidelines for the next three fiscal years (2010 -2013).

The RES plan services are delivered through contracts with private providers. Refugee services are part of the array of services that comprise WTW. This co-location facilitates close communication with planners and project managers of WTW resulting in more cohesive and effective services for refugee customers.

The description that follows addresses both RSS and TA allocations since the components are funded by both funding streams.

#### ***Macro Level - Enhancing the Social Services Network***

At this level the focus is on capacity building. This is done in partnership with community agencies by providing technical assistance and training for agencies and community leaders. The aim is to increase resources and strengthen linkages enabling providers to be more responsive to the needs of the various refugee populations. The County will continue to work in partnership with local collaboratives to identify resources for this type of development.

Although employment services continue to be the primary service focus, public hearings and the needs assessment identified the importance of other services such as financial education and asset building. Strategic Planning and Operational Support works closely with the Community Action Partnership to develop partnerships with refugee community providers to provide Earned Income Tax Credit Services (EITC) to refugees. EITC is the largest anti-poverty program in the nation and lifts more families out of poverty than any other anti-poverty program.

CAP coordinated with the American Association of Retired Persons (AARP) to train refugee providers to become Volunteer in Tax Preparation (VITA) sites. Utilizing AARP's intergenerational partnership and expertise in tax preparation refugee providers were provided training in electronically preparing State and Federal tax returns, Child Care tax credits and the EITC for eligible families, volunteer retention and maintaining VITA site operations. Through AARP's mentorship and training, there are now refugee community providers who offer free tax preparation, financial education and asset building education to refugees.

CAP also administers the Family Self-Sufficiency (FSS) program, a program designed to assist low-income families achieve self-sufficiency. Since this is a shared goal for the target population, refugee participants can benefit from these services. The refugee coordinator will work closely with CAP staff to develop service pathways that promote easy access for refugees. In both the Central and East service regions of the County, FSS providers are located where there are significant refugee clusters.

***At the family service level, The Refugee Employment Services (RES) program*** consists of Program Administration and the following three service components: Employment, Other Employment Services, and Non-Employment Services. The term "refugees", unless otherwise noted, includes all eligible groups mentioned in the eligibility criteria for Refugee Employment and Elderly services.

The first RES component, ***Employment***, is fully integrated with the CalWORKs Welfare-to-Work program and offers employment case management which includes assistance with applications, job search, interview coaching and acculturation.

The ***Translation and Interpretation Services*** (Other Employment Services) component provides interpretation and translation to refugees to enable them to access employment and other service systems.

***Elderly Refugee Services*** is the Non-Employment Services component in which refugees 60 years or older are served. SPOS partners with Aging and Independence Services (AIS) to augment existing services to elderly refugees that make it easier and safer to manage daily care-giving activities.

*For a detailed description of these components, please refer to Section III.*

### **Eligible Participants**

The Refugee Employment Services system provides employment related services for refugees who are receiving cash public assistance (e.g. CalWORKs) and those who are unemployed or under-employed. Participants eligible for program services possess the following required characteristics:

- In the United States for 60 months or less;
- Age 16 years or older;

- Individuals who have been granted special immigration status ("refugee status") by the U.S. Citizenship and Immigration Services while outside the U.S. These refugees are unable to return to their country of origin because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion;
- Asylees are individuals who are in the U.S., either legally or without documents, and fear that they will be persecuted if they return to their home country. To become an asylee, the person must go through an immigration hearing or court process and be granted asylum by the U.S. Citizenship and Immigration Services;
- Cuban and Haitian Entrants are nationals of Cuba and Haiti who are in the U.S. and are granted a special status by the U.S. Citizenship and Immigration Services;
- Human Trafficking Victims are victims of modern-day slavery, which include young children, teenagers, men, and women. Victims of human trafficking are subjected to force, fraud, or coercion, for the purpose of sexual exploitation or forced labor. The Trafficking Victims Protection Act of 2000 made adult victims of severe forms of trafficking who have been certified by the U.S. Department of Health and Human Services eligible for benefits and services to the same extent as refugees. The Trafficking Victims Protection Reauthorization Act of 2003 made certain family members of trafficking victims also eligible for benefits and services to the same extent as refugees. Victims of severe forms of trafficking who are under 18 years of age are also eligible for benefits to the same extent as refugees but do not need to be certified;
- Certain Amerasians from Vietnam who are admitted to the U.S. as immigrants pursuant to Section 584 of the Foreign Operations, Export Financing, and Related Programs Appropriations Act, 1988; or
- Be a U.S. born minor whose parent(s) are refugees.

The eligibility criteria for Refugee Elderly Services are:

- Individuals who are 60 years or older; and
- Meet the criteria described above for Refugees, Asylees, Cuban and Haitian entrants, Human Trafficking Victims and Certain Amerasians from Vietnam.

### **C. CalWORKs and Refugee Cash Assistance (RCA) Compliance**

San Diego County assures that the provision of activities and services to mandatory and voluntary CalWORKs Welfare to Work (WTW) participants and RCA recipients, funded by the Office of Refugee Resettlement (ORR) monies and allocated by California Department of Social Services (CDSS), will be in accordance with CalWORKs WTW and RCA requirements (including those regarding program participation flow, good cause determination, sanctioning, and supportive services) specified in the Manual of Policy and Procedures Sections 42-700 and 69-200, respectively, and other applicable CalWORKs and RCA policy guidance issued by CDSS.



Federal legislation enacted in March 2000 allows states the flexibility to establish a public/private RCA program. CDSS had a choice to implement a publicly administered RCA delivery system, a public/private RCA program or a Wilson Fish Program. It opted for a publicly administered RCA delivery system throughout the state except in San Diego County where Catholic Charities currently administers a Wilson Fish Project.

Newly arrived RCA single refugees and couples who do not qualify for CalWORKs participate in the Wilson Fish Comprehensive Resettlement Collaborative (CRC) for eight months. Refugee families with children who are CalWORKs eligible enter the county's assistance program without first receiving cash or employment services from CRC.

#### **D. County Planning Process**

The RES Plan 2010-2013 was developed according to revised guidelines issued in November 2006 by the CDSS, Refugee Programs Bureau (RPB). It conforms to the County Guidelines published on RPB's website with respect to Plan requirements.

The plan may be updated or modified in response to future guidelines transmitted from the Federal Department of Health and Human Services, Administration for Children and Families, Office of Refugee Resettlement or by the State RPB.

##### **1. Planning - Participants and Needs Assessment**

The Plan was developed in collaboration with the San Diego Refugee Forum. Participants involved in planning and providing input included Voluntary Resettlement Agencies (VOLAGs), Mutual Assistance Associations (MAAs), community college district staff, school district staff, HHSA management, and members from the refugee community.

The planning process, which began in February 2010, was a comprehensive needs assessment for refugees. It was comprised of public hearings, surveys and review/analysis of other related and relevant data, including labor market information.

##### **a. Public Hearings**

Hearings incorporated testimony from the general public, refugee community residents, refugee leaders, community-based organizations, MAAs, VOLAGS, private sector employers, educators, service provider agencies and representatives from various HHSA programs and departments.

The hearings were designed to elicit maximum participation and stimulate creative thinking in identifying service needs and proposing solutions. During the development stage, input was received from HHSA staff (including managers) and the refugee service community through the San Diego Refugee Forum. The Refugee Forum is an active collaboration of refugee and other community service providers who meet monthly to address service issues and has large email distribution list that facilitates rapid communication and information sharing.

Two public hearings were held in separate localities with significant refugee populations. The hearings began with an introduction about the RES program and the purpose of the hearing. Participants then engaged in discussions about the needs of the refugee community and strategies for helping refugee families and individuals attain self-sufficiency. For the discussion segment, participants formed smaller groups and each group addressed one of five questions. At the end of the allotted time, each group delivered a short summary and fielded questions from the other participants. Additionally, written reports were collected from each group.

#### **b. Surveys**

In addition to the public hearings, an on-line survey was developed to solicit input from customers. The survey was designed to obtain demographic information about the respondents, their employment service needs, job barriers, and other service needs. The survey was introduced at a meeting of the San Diego Refugee Forum and links to the survey were e-mailed to members of the Forum. Providers were requested to offer hands-on assistance to their refugee customers in completing the survey.

#### **c. Other Needs Assessment**

In addition to the public hearings and the surveys, other data were used to develop the Plan. These other sources included labor market information from the State of California, input from refugee service providers, and internet websites for refugee programs.

## **2. Target Population - San Diego's Refugees**

San Diego County is California's southernmost county and has a coastline stretching from the Mexican border in the south to Orange County in the north. It has a diverse population of native born Americans, immigrants, and refugees. It is estimated that refugees come from over 40 different countries and speak upwards of 30 languages and dialects. The county is home to, among others, Southeast Asians, Africans, persons from the Middle East, and people from the former USSR. According to a study conducted by the Brookings Institution (Singer and Wilson 2007), the San Diego metropolitan area ranks number 13 in the nation with respect to the number of refugees resettled between 1983 and 2004.

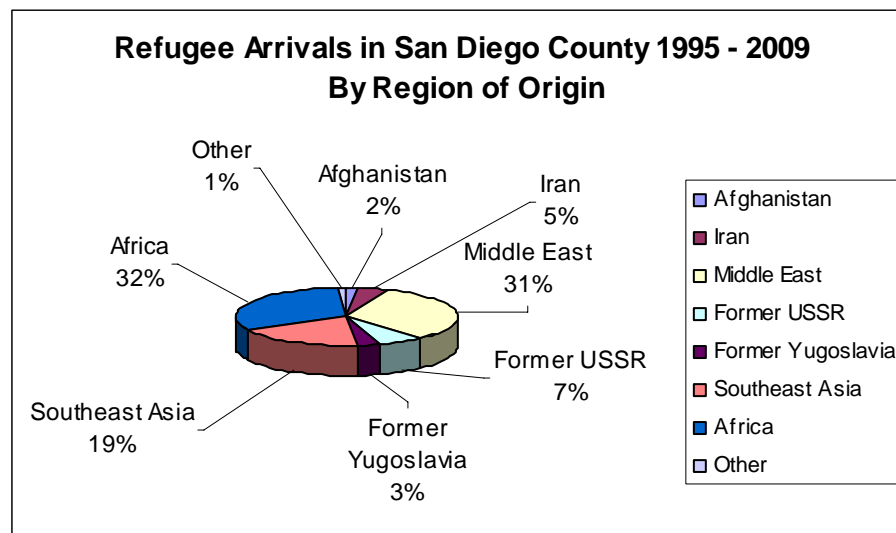
The refugee arrivals have changed over the years. In the 1970s the majority of the refugees were from Southeast Asia. In the 1980s, refugees from Eastern Europe and East Africa began arriving here. In the early 1990s, following the break up of Yugoslavia, refugees from its successor states, primarily Bosnia, arrived in the County. In the late 1990s, civil unrest in Africa created new waves of displaced persons and refugees from Somalia and Sudan.

The most recent arrivals in the past three years are from Iraq, Burma and Iran with the largest numbers representing groups from Iraq (76.7% of the total arrivals). Together, persons from these three countries represent 90% of the total arrivals in the county. Refugees from Iraq are comprised of three main sub-

groups: Kurds, Shiites, and Chaldeans. This latter group includes a community of established small business owners. (Reference: San Diego Kurdish Human Rights Watch).

Refugees from Burma (also known as Myanmar) include the Karen, Chin and Karenni. Many of them fled through the hills and jungles of northeast Burma and across the border into Thailand where they were temporarily settled in refugee camps. The Chin population is a smaller one that originally entered Burma from China. Their mission of acquiring an independent cultural and political status within Burma has led to repression from military forces. (See website for Chin Human Rights Organization at <http://www.chro.org>). Over 70% of the Chin population is Christian and the remainder is animist or Buddhist.

The chart below shows the composition of refugees (by region of origin) from 1995-2009.



There are two main clusters of refugee populations in San Diego County. They are City Heights, located within the City of San Diego, and the City of El Cajon in East County.

### 3. Target population Needs

*Note: For a detailed look at the results of the public hearings and surveys, please see Appendix C.*

In a normal, growing economy, there are difficulties with helping refugees achieve acculturation and obtain employment. When the economic downturn is factored in with some of the special characteristics of the newcomers, the challenges of placement are intensified enormously.

Most of the Karen refugees (from Myanmar) arriving in San Diego have lived for years in refugee camps in Thailand and were prevented from working or living

outside the camps. Many of the young Karen were born in these camps. They do not speak English and there are few persons in San Diego who speak their language. Finding case managers who can work with this population has proven to be very difficult.

With the recent Iraqis arrivals, reports suggest there are a number of refugees who develop symptoms of post-traumatic stress disorder or depression. These long-term mental problems can severely limit the day to day functioning of the refugee clients. Add to that the adjustment demands of a new society and their stress level is increased. Iraqis tend to be more educated and come from professional backgrounds which make them better positioned for professional jobs in the U.S. This also poses a new and unique challenge for those assisting them. Specifically, these individuals, as a group, have higher expectations for employment. Because their English speaking ability is not always commensurate with their educational background, these expectations are not easily satisfied which increases their level of stress and frustration.

Public schools find it difficult to meet the needs of older children who lack reading skills in English. Students enter academic subject classes taught in English. English as a Second Language (ESL) classes are usually developed for Hispanic students and have teachers with no familiarity with Arabic, Burmese, or Karen languages. The lack of success in high school youth with reading levels associated with grades 2 or 3 is not only an educational issue, it creates social drop-outs, tensions and an underclass of youth for whom the American dream may not materialize.

#### Key findings of the Needs Assessment Process

##### ***Services for Refugees***

*Language Assistance:* There is general concurrence that many more ESL classes should be available to meet the burgeoning need, especially in East County where the great majority of refugees are resettling. Going beyond the obvious, one needs to rethink how English is taught to newcomers. Some key ideas were to:

- Develop creative ways of teaching English that provide a more practical approach.
- Make ESL instruction outcome driven rather than simply allowing refugees to continue attending ESL classes for partial or complete fulfillment of their CalWORKs work participation requirements.
- Consider a home-based ESL program – in addition to the instruction offered in adult education and community colleges.

*Acculturation:* There is a tendency to offer acculturation in a one size fits all pattern. Some of the newer groups, however, need very basic cultural training. Specific suggestions offered were:

- Provide “real life” instruction beyond the classroom. For example, one of the local VOLAGs recognized that their Burmese clients had no concept of the bus system since they were used to biking everywhere. They developed a special

training for their customers. They began by explaining what a #1 bus looked like, what a #5 bus looked like, and the concept of bus routes. Then they took a group on a field trip – getting from point A to Point B on a bus.

- Address the importance of time management. Most Burmese have never worked before and have no concept of appointments and time.

The central message in the numerous comments pertaining to training is that, no matter what the subject is, the training has to be practical, meaningful, and address the unique needs of groups of refugees.

*Employment Assistance:* The following needs were identified for employment assistance:

- English language, education and job training for those who are lacking it.
- Financial literacy education is important to help refugees maximize use of their earnings.
- Assistance in obtaining professional recertification.

The notion of using mentors was raised during the public hearings as well as in other venues. Pairing refugee participants with guides or role models from the same cultural background who share similar experiences facilitates a quicker and more effective assimilation.

### ***Service Systems***

The services network of community partners and San Diego County has a strong spirit of collaboration and engaging in regular communication. The availability of funds from the Wilson Fish program and the County's CalWORKs program provide a stable foundation from which refugees may build towards self-sufficiency.

Some weaknesses as voiced by the participants included:

- Inadequate employment assistance
- Not enough incentive for participation by refugees
- Insufficient incentives or lack of knowledge of incentives for employers to hire refugees
- Insufficient funding and staff to meet needs
- Difficulty navigating County processes to obtain cash and food stamps

Suggestions for strengthening the service network included:

- Soliciting community volunteers to help augment services
- Forming a job development task force that agencies can tap into to obtain jobs for their customers
- Developing best practices for cultural orientation that can be used to provide more effective orientation

### ***Other Services/Resources***

Acculturation should be looked at from a different perspective. The notion that acculturation is not and should not be a one-way street resonated with the group. Employers who see the refugees as valuable and realize their strengths (such as their loyalty and reliability) make job placement less challenging.

Another thought expressed by several of the participants was that funding for smaller organizations is desperately needed. The MAAs continue to help their community members and are often severely limited because they have no funding.

Participants also recommended involving churches or other faith based institutions more frequently to assist refugees. This would help to stretch limited resources.

### **4. San Diego's Labor Market**

Labor market information on the *State of California Employment Development Department* website shows that the county had an unemployment rate of 10.4% in April 2010. Occupational projections for the period 2006 to 2016 forecast an estimated total of 514,100 jobs which includes approximately 188,900 new jobs from industry growth and the rest from replacements. The 50 occupations with the most job openings are forecasted to generate over 285,900 total job openings, which is about 56% of all job openings in San Diego County during the 2006-2016 period. The top three occupations are Retail Salespersons, Waiters and Waitresses, and Cashiers which pay from \$8 to \$10 per hour. The 50 fastest growing occupations are all expected to grow at an annual growth rate of 2.2% or higher. As a result of the fast growing education and science sectors, over half of these occupations require a bachelor's degree or higher. The fastest growing occupational groups include Network Systems and Data Communications Analysts, and Computer Software Engineers, Applications.

The *San Diego County Economic Roundtable* is an annual economic forecasting event cosponsored by the County of San Diego, the San Diego Union Tribune, the San Diego Workforce Partnership, Qualcomm and the University of San Diego (USD). This panel of local experts held their 26th annual meeting in January 2010 to forecast San Diego's economy during 2010. The general consensus of the group was that the prolonged recession is technically over and both the national and local economies are entering a recovery period. However, the unemployment rate is predicted to remain high compared with the low rates more typical for the region. Job creation is expected to exceed job losses of the past 18 months, but the number of new jobs to be generated will be relatively low. Dr. Gin, Professor of Economics at USD summed up the group's outlook for the new year by saying, "the local economy will be less bad in 2010 than it was in 2009." He anticipates positive (though weak) economic growth for the year with low job creation of approximately just 3,000 to 5,000 jobs being created. He sees fewer job losses in the construction, hospitality, financial, real estate, manufacturing, and retail trade sectors and sees jobs growth occurring in healthcare and government, particularly at the state and federal levels.

Bill McClelland, Vice-President of Qualcomm, suggested that with continued high unemployment and little local job growth the time was right for job seekers to enhance their skills through additional training and education. He reiterated the competitiveness in the local labor market with more job applicants and many with more years of experience. He urged job seekers, including new graduates, to be at the top of their game and not get complacent. He underscored the use of all job search methods including networking, on-line searches, newspapers and journals, and even the use of temp agencies. He foresees local job growth in the healthcare, technology, life sciences, and alternative energy areas.

## **5. Refugee Employment Services Strategy**

The description of the local labor market demonstrates that there is no single strategy that can meet the needs of the diverse refugee population. It appears that the hospitality industry will be stabilizing. This is an industry which will be explored for placement of refugee customers.

Job growth is predicted for the healthcare industry. This growth coupled with the fact that there are several recently arrived refugees, particularly in the Iraqi community, who were in the medical profession in their own countries suggests that resources be directed towards helping medical professionals, including physicians, become recertified. In collaboration with the Refugee Forum and Refugee Works, an ORR contracted trainer, and the service network will explore re-certification and re-entry for these professionals.

### **E. Additional Information (Optional)**

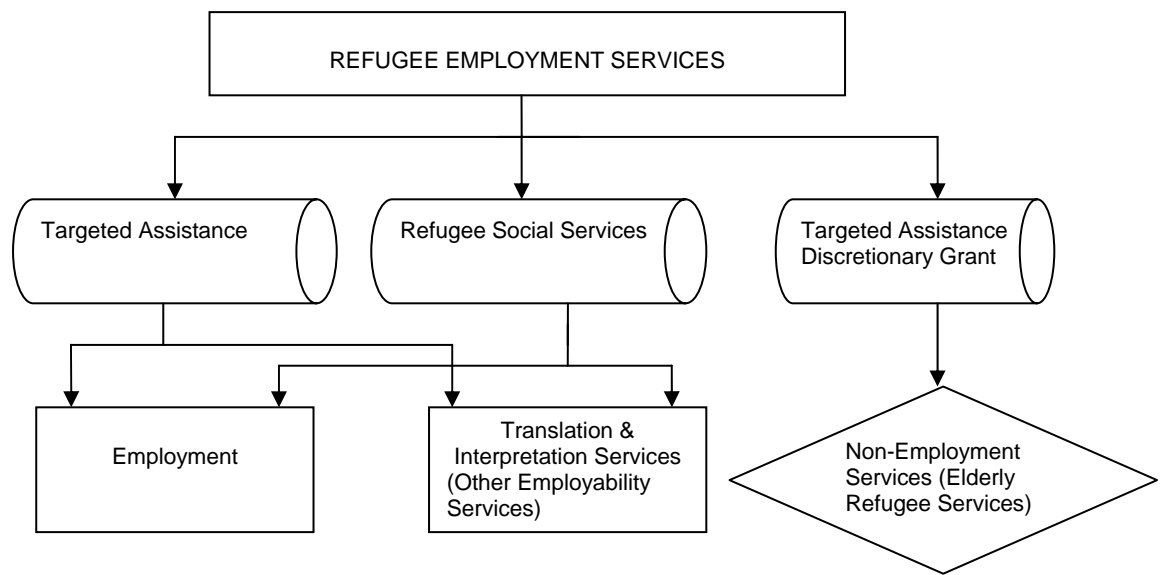
As previously noted, the County of San Diego's RES program is fully integrated with the CalWORKs WTW program. Because of this, cost efficiencies associated with the integration of services, case management for both RSS and TA services are provided by a single contractor in each HHSA service region. Therefore, there is no Central Intake Unit in the County's RES program. Also, CalWORKs funding is used to pay for supportive services for CalWORKs eligible refugees.

Because of a recent policy change in 2009, the Comprehensive Resettlement Collaborative (CRC), a Wilson Fish alternative project, no longer provides cash assistance to CalWORKs eligible families. Therefore, these families now enter the County system shortly after arriving in the county and receiving Reception and Placement services, where they receive cash (CalWORKs) assistance and employment services (WTW). The County will coordinate with CRC to facilitate acculturation for newly arrived refugees. Aren't we already maybe say continue to

### III. Description of Service Components

The Refugee Employee Services Plan includes the following specific service components:

- A. Employment
- B. Other Employability Services – These services are titled “Translation and Interpretation Services.”
- C. Non-Employment Services - This component is contingent upon receipt of the Targeted Assistance Discretionary Grant and funds the Elderly Refugee Services provided through a contract administered by HHSA’s Aging and Independence Services.



#### **A. Employment - Funded by Refugee Employment Services (RSS) and Targeted Assistance**

This component provides employment case management and is designed for public cash assistance clients and newly arrived refugees who are unemployed or under-employed. It focuses on one adult family member achieving early employment and/or all employable family members, including children age 16 and above, finding jobs. The aim is to use whatever approach is most likely to achieve family self-sufficiency. The Employment component prepares participants to obtain, retain and upgrade jobs.

There are three pillars that serve as the foundation for case management in the RES program. These are: a comprehensive assessment, an individually tailored



plan, and elimination of employment barriers along with the provision of supportive services.

### ***Comprehensive Assessment***

Upon entering the County system, refugees and their families are assessed to determine the type of assistance needed. An Application and Assessment Information (RS1) form will also be completed on all refugee participants. Each assessment will to the extent practicable, consider the appraisal conducted by the participant's former Reception and Placement case manager. In addition to considering the traditional job readiness areas, case managers will review their participants' English language capacities and acculturation levels.

Because RES is integrated with CalWORKs WTW services, the WTW appraisal will serve as the assessment and the WTW plan will function as the employability plan.

### ***Individually Tailored Plan***

Consistent with funding requirements, a Family Self-Sufficiency (FSS) plan will be developed for all refugee families. Employability Plans will be completed for all employable members within the family units. The FSS plans will address all required elements including:

- A strategy and timetable for obtaining the level of family income needed to achieve self-sufficiency through the placement in employment of sufficient numbers of employable family members at sufficient wage levels;
- Employability plans for every employable member of the family; and
- A plan to address the family's social services needs that may be barriers to self-sufficiency.

Activities related to strengthening include, but are not limited to, financial literacy training, sharing goals with clients and promoting expectations; and providing role models. Case management begins with a WTW plan for CalWORKs eligible participants and a similarly structured plan for non-CalWORKs participants. Participants will to the extent feasible be engaged in the goal setting process. The case managers link RES participants who are in need of additional services, including those needed to address employment barriers, through referrals to community-based service providers. Referrals are made for services such as medical, mental health, legal, substance abuse, domestic violence prevention, and youth services. The RES service delivery strategy aligns with the County's Strategic Initiatives "to improve opportunities for kids and to promote safe and livable communities."

One aspect to the service strategy is the use of a mentor. Case managers will be able to tap into a bank of trained mentors created by utilizing existing service networks including, the local VOLAGs, MAAs, the San Diego Refugee Forum or other resources. The role of the mentor is to augment the case manager's efforts by offering counsel, providing information, assisting in explaining rights and responsibilities, serving as role models, and acting as advisors, guides, or advocates in employment or related areas. The mentors will generally share linguistic and cultural characteristics of the refugee participants with whom they

are paired. They will promote intentional learning through sharing their own experiences, particularly about adjusting to life in the US and finding employment.

Once refugee customers attain basic proficiencies, employment case managers will offer a graduated menu of activities designed to provide participants with the essential tools of finding and keeping a job. Specific services will include job search assistance, problem solving, job development, and job placement and support services.

### ***Supportive Services and Elimination of Barriers***

For CalWORKs participants, there are extensive support services which include childcare and transportation. For non-CalWORKs eligible recipients, TA and RSS funds will be used, when available, to provide supportive services needed to obtain employment and achieve self-sufficiency. Through networking, resources for health, mental health, services to children and the elderly will be made available to program participants.

The needs assessments consistently indicate that for most new refugees their foremost needs are English language training and acculturation. Therefore, the primary focus of the initial engagement with customers is to help them acquire these skills. Participants will be referred to English language training based on their individual needs as indicated by the assessment and commensurate with available training resources.

Support services may include assistance with childcare, transportation costs, and/or other work related expenses. To promote self-sufficiency, financial literacy which incorporates developing a basic household budget and understanding cost savings strategies, banking and taxes (including tax credits) are also offered to component participants.

To support the case managers' efforts in promoting acculturation and language acquisition, SPOS will continue to work closely with the community and participate in planning and strategizing with local collaboratives including the San Diego Refugee Forum. These partnerships will result in training programs that are more effective in imparting the skills needed for participants to become self-sufficient, identify additional community resources, and develop referral pathways.

Employed participants will be targeted for skills enhancement including post-employment training and/or job upgrades. The County provides these services by developing community networks with partner agencies such as the Employment Development Department, the Workforce Partnership, Community Colleges, Regional Occupational Program, and other community resources. Strategies for supporting working participants to transition to higher-level jobs will be incorporated in their employability plans. Support includes counseling the employees, consulting with the employer and/or assisting employers with translation service to help them communicate workplace rules and responsibilities.

Case managers in WTW will address other barriers to employment through referrals to other providers. These services may include; domestic violence services, health and mental health services, and alcohol and substance abuse assistance. Some service providers have the existing language and cultural capacity to assist these customers. When additional language assistance is required, employment case managers will utilize the Translation and Interpretation Services component described below. Through a partnership with the County's Refugee Health section of Public Health, a global service network for refugees has been developed to further assist refugees resolve health and mental health issues that would otherwise pose barriers to employment. This unique melding of services to address refugee needs is detailed in Section X. Optional County Information.

#### **B. Other Employability Services Funded by Refugee Employment Services (RSS) and Targeted Assistance**

The County of San Diego HHSA recognizes the importance of providing language services to its clients. Although Title VI of the Civil Rights Act of 1964 requires access to services for people with limited English, many mainstream agencies provide too little translated information about their programs or translation in the customer's language of choice. Through this component, offered by the County as "Translation and Interpretation Services", limited English speaking refugees receive assistance in accessing public services including CalWORKs, this is an entry point for the WTW services and other essential services overcoming employment and employment retention challenges by accessing needed mainstream services. Clients will be informed of low-cost or no cost health insurance, food stamps, financial literacy, child care and EITC and other benefits through appropriate translation and interpretation in the client's native language. Clients will also be assisted to access these benefits through appropriate linkages and service collaboration.

#### **C. Non-Employment Services - Elderly Refugee Services Funded by Targeted Assistance Discretionary Funds**

Services under this component are subject to availability of funding and are provided under the title "Refugee Elderly Services." Access to needed services is often restricted by cultural and language barriers, and lack of transportation. Elderly Refugee Services provides the bridge to mainstream services for refugees age 60 and older through outreach to the elderly refugee population and expanding collaborative relationships with mainstream service providers. Providers also offer hands-on assistance to their clientele to assist them in completing health and social service applications.

The County's HHSA SPOS division and AIS, another section within HHSA, partner to provide elderly refugees with services that make it easier and safer to manage daily living activities. The services include, but are not limited to: 1) Minor Home Modification and Repair; such as building wheelchair ramps, repairing/ replacing faucets, and minor electrical and carpentry works; 2) Home

Security and Safety; such as installing grab bars, locks and deadbolts, hand rails, light switches, and smoke detectors; and 3) Assistive Devices, such as handheld shower devices and water heaters. Services may also include health education and outreach to link elderly refugees with health providers.

#### **IV. BUDGETS**

COUNTY OF SAN DIEGO  
HEALTH & HUMAN SERVICES AGENCY  
STRATEGIC PLANNING & OPERATIONAL SUPPORT DIVISION  
REFUGEE PROGRAMS

FFY 2010 REFUGEE SOCIAL SERVICES BUDGET

FFY 2010-2011 RSS ALLOCATION

<u>ITEM</u>	<u>AMOUNT</u>
1. EMPLOYMENT SERVICES	\$1,000,000
2. OTHER EMPLOYABILITY SERVICES	
Translation	\$59,607
Subtotal	\$1,059,607
3. COUNTY ADMINISTRATION	\$85,393
TOTAL FFY 2010 RSS ALLOCATION	\$1,145,000

COUNTY OF SAN DIEGO  
HEALTH & HUMAN SERVICES AGENCY  
STRATEGIC PLANNING & OPERATIONAL SUPPORT  
REFUGEE PROGRAMS

FFY 2010 TA BUDGET

FFY 2010-2011 TA ALLOCATION

<u>ITEM</u>	<u>AMOUNT</u>
1. EMPLOYMENT SERVICES	851,543
2. OTHER EMPLOYABILITY SERVICES	
Translation	75,000
Subtotal	926,543
3. COUNTY ADMINISTRATION	74,669
TOTAL FFY 2010 TA ALLOCATION	1,001,212

COUNTY OF SAN DIEGO  
HEALTH & HUMAN SERVICES AGENCY  
STRATEGIC PLANNING & OPERATIONAL SUPPORT  
REFUGEE PROGRAMS

FFY 2009 TA BUDGET

FFY 2009 TA CARRYOVER (TAFO 0904)

<u>ITEM</u>	<u>AMOUNT</u>
1. EMPLOYMENT SERVICES	\$648,000
2. OTHER EMPLOYABILITY SERVICES	
Translation	\$50,000
Subtotal	\$698,000
3. COUNTY ADMINISTRATION	\$0
TOTAL FFY 2008 TA CARRYOVER	\$698,000



COUNTY OF SAN DIEGO  
HEALTH & HUMAN SERVICES AGENCY  
STRATEGIC PLANNING & OPERATIONAL SUPPORT  
REFUGEE PROGRAMS

FFY 2010 TARL BUDGET

FFY 2010-2011 TARL ALLOCATION

<u>ITEM</u>	<u>AMOUNT</u>
1. EMPLOYMENT SERVICES	\$0.00
2. NON-EMPLOYMENT SERVICES	\$24,315
Subtotal	\$24,315
3. COUNTY ADMINISTRATION	\$0
TOTAL FFY 2009 TARL ALLOCATION	\$24,315

## **V. ANNUAL SERVICE PLAN**

<b>Date:</b> May 11, 2011		<b>Annual Service Plan</b>		<b>Original (X)    Revision    ()</b>		
<b>Time Period Covered by Plan</b>		<b>From:</b> 10/1/10	<b>To:</b> 9/30/11			
<b>County:</b> <u>San Diego</u>						
Description of Contracted or State-provided Services		Contracted Amount by Funding Source	Total Number	Program Participants		Type of Agency* and Percent of Funds
				0 - 12 Months	13 - 60 Months	
Employment	SS	\$1,000,000	700	172	528	G – 100%
	TAP	\$1,499,543	800	196	604	G – 100%
	Other					
ELT	SS					
	TAP					
	Other					
OJT	SS					
	TAP					
	Other					
Skills Training	SS					
	TAP					
	Other					
Case Management	SS					
	TAP					
	Other					
Other (Employment)	SS	\$59,607	323	79	244	C -100%
	TAP	\$125,000	677	166	511	C – 100%
	Other					
<b>Subtotal</b>		\$2,684,150				<b>*(Example)</b>
Non-Employment	SS					B. 40%, C. 20%, E. 20%, F. 20%
	TAP	\$20,668				
	Other					
County Admin (15% Admin Max)	SS	\$74,669	<b>*Type of Agency:</b> A. State/ County B. Mutual Assistance Association C. Voluntary Agency D. Community College E. Adult Basic Education F. Other Non-Profit Organization G. <u>For Profit</u>			
	TAP	\$85,393				
	Other	\$3,647				
Grand Total	SS		(The total percentage for each individual service (i.e., Employment, ELT, etc.) under <b>Type of Agency and Percent of Funds</b> must equal 100% – see example.)			
	TAP	\$2,868,527				
	Other					

## **VI. ANNUAL GOAL PLAN**

# ANNUAL OUTCOME GOAL PLAN

FY 2010

## PERFORMANCE GOALS AND ACTUALS

State or County:

San Diego

FY 2009 GOAL      FY 2009 ACTUAL      FY 2010 GOAL

### 1. Caseload

TANF Recipients	550	1,158	1,100
RCA Recipients			
No Federal Cash Assistance			400

**Total**

**550**

**1,158**

**1,500**

### 2. Entered Employment

Full Time	65	50%	31	37%	95	38%
Part Time	65	50%	52	63%	155	62%

**Total**

**130**

**24%**

**83**

**7%**

**250**

**17%**

#### 2a. TANF Recipients Entered Employment

Full Time	65	50%	31	37%	58	33%
Part Time	65	50%	52	63%	117	67%

**Total**

**130**

**100%**

**83**

**100%**

**175**

**70%**

#### 2b. RCA Recipients Entered Employment

Full Time						
Part Time						

**Total**

**0%**

**0%**

**0%**

#### 2c. No Federal Cash Assistance Entered Employment

Full Time					37	49%
Part Time					38	51%

**Total**

**0%**

**0%**

**75**

**30%**

#### Cash Assistance Recipients Placed In Employment

**130**

**83**

**175**

### 3. Federal Cash Assistance Terminations

TANF Recipients	26	100%	2	100%	10	100%
RCA Recipients		0%		0%		0%

**Total**

**26**

**20%**

**2**

**2%**

**10**

**6%**

### 4. Federal Cash Assistance Reductions

TANF Recipients	104	100%	75	100%	150	100%
RCA Recipients		0%		0%		0%

**Total**

**104**

**80%**

**75**

**90%**

**150**

**86%**

### 5. Entered Full Time Employment Offering Health Benefits

TANF Recipients	50	100%	1	100%	5	100%
RCA Recipients		0%		0%		0%
No Federal Cash Assistance		0%		0%		0%

**Total**

**50**

**77%**

**1**

**3%**

**5**

**5%**

**ANNUAL OUTCOME GOAL PLAN  
FY 2010  
PERFORMANCE GOALS AND ACTUALS**

**State or County:** San Diego

	FY 2009 Goal	FY 2009 Actual	FY 2010 Goal
<b>6. Average Hourly Wage of Refugees Entering Full Time Employment</b>			
	<span style="background-color: yellow;">\$ 8.00</span>	<span style="background-color: yellow;">\$10.00</span>	<span style="background-color: yellow;">\$10.00</span>

**7. 90-Day Retention Rate**

Percentage	<span style="background-color: yellow;">42.0%</span>	<span style="background-color: yellow;">75.8%</span>	<span style="background-color: yellow;">70.0%</span>
<b>7a. 90-Day Retention Rate Calculator</b>			
	Unduplicated # of Retentions	Unduplicated # of Entered Employments	The FY 2008 Retention Rate is calculated by dividing the total unduplicated number of retentions from FY09 Q1 - FY09 Q4 (72) by the total unduplicated number of entered employments from FY08 Q4 - FY09 Q3 (95).
Quarter			
FY08 Q4	<del>XXXX</del>	<span style="background-color: yellow;">42</span>	
FY09 Q1	<span style="background-color: yellow;">22</span>	<span style="background-color: yellow;">26</span>	
FY09 Q2	<span style="background-color: yellow;">25</span>	<span style="background-color: yellow;">27</span>	
FY09 Q3	<span style="background-color: yellow;">25</span>	<del>XXXX</del>	
FY09 Q4	<del>XXXX</del>	<del>XXXX</del>	
Total	<span style="background-color: yellow;">72</span>	<span style="background-color: yellow;">95</span>	

**8. Office of Refugee Resettlement Funding**

	FY 2009 Actual	FY 2010 Proposed
Social Services Formula Funding	<span style="background-color: yellow;"></span>	<span style="background-color: yellow;">\$ 1,059,607</span>
Targeted Assistance Formula Funding	<span style="background-color: yellow;"></span>	<span style="background-color: yellow;">\$ 1,624,543</span>
Discretionary Grant Funding	<span style="background-color: yellow;"></span>	<span style="background-color: yellow;"></span>
Total Liquidated Funding	<span style="background-color: yellow;">\$ -</span>	<span style="background-color: yellow;">\$ 2,684,150</span>
<b>Cost per Entered Employment</b>	<span style="background-color: yellow;"></span>	<span style="background-color: yellow;">\$ 10,736.60</span>

**Agency Point of Contact**

*Please provide the name, title and contact information for the agency staff person best equipped to respond to questions regarding your Annual Outcome Goal Plan submission.*

First and Last Name	Title
<span style="background-color: blue; color: white;">Bryan Nazareth</span>	<span style="background-color: blue; color: white;">Adminisitrative Analyst</span>
Telephone Number	Email
<span style="background-color: blue; color: white;">(619) 515-6592</span>	<span style="background-color: blue; color: white;">bryan.nazareth@sdcounty.ca.gov</span>

**Deadline for submission**

The completed FY 2009 AOGP: Performance Goals and Actuals and Performance Narrative should be submitted via email to Nathan.Morris@dss.ca.gov and Chong.Vang@dss.ca.gov by October 24, 2008.

<b>For Office of Refugee Resettlement use only:</b>		Date submitted: _____	
Submission type:	<input type="checkbox"/> Initial <input type="checkbox"/> Revision	Status:	<input type="checkbox"/> Approved <input type="checkbox"/> In process - clarification needed

## **VII. APPENDICES**

## **APPENDIX A**

### **COUNTY PROCUREMENT PROCESS**

The County of San Diego provides Refugee Employment Services (RES) through competitively procured contracts. Purchase of services is conducted in accordance with policies established by the County Board of Supervisors and conforms to federal regulations. The County's Purchasing and Contracting Department manages the solicitation process which includes issuing a Request for Proposals, review of proposals by an independent Source Selection Committee (SSC), and negotiation with selected offerors to ensure best value for the County and quality services for refugee customers. The procurement policy includes a provision for determining that the services can be provided more economically and efficiently by an independent contractor than by County staff prior to contracting for services.

The RES program is fully integrated with CalWORKs and services are included with the WTW contracts. The Statements of Work for the contracts list all applicable service requirements to ensure compliance with State and federal regulations pertaining to refugee services. The CalWORKs WTW contracts are cost reimbursement and county staffs ensure that contractors have systems in place to track and segregate costs to validate that payments to contractors are for allowable and allocable costs and conform to the approved line item budget.



## **APPENDIX B**

### **COUNTY MONITORING PROCESS**

#### **1. Organizational Responsibility for Monitoring**

The RES Plan for Fiscal Years 2010 - 2013 will be operationalized in County contracts with the service providers who were selected through a competitive procurement process. Program services are fully integrated with CalWORKs and are included as part of an array of services that cover the Welfare to Work plan. Primary responsibility for monitoring the contracts resides with the HHSA's Strategic Planning and Operational Support (SPOS) Division. This is also the administrative entity within the Agency that develops the RES plan. Some monitoring responsibilities, specifically administrative and fiscal reviews, have been centralized with HHSA's Agency Contract Support (ACS).

In accordance with the HHSA External Contracting policy, SPOS has established a contract administration plan that governs the monitoring of all contracts including those for Refugee Employment Services. The monitoring process described in this section ensures that contractors are in compliance with the terms and conditions of their contracts and that the program is being operated in accordance with the RES Plan and the County Guidelines. Program evaluation is based on achievement of the performance objectives included in the RES Plan and in County contracts.

#### **2. Description of Monitoring Process**

##### **A. Primary Contract Monitoring: SPOS division**

##### **I. Monitoring Plan/Tool**

The contract administrator responsible for each contract develops a specific monitoring plan. The plan uses a set of core evaluation factors and includes prioritized contract performance outcomes and activities requiring monitoring and identifies appropriate monitoring activities to ensure that these outcomes and activities remain on track.

The monitoring plan forms the basis for monitoring performance, establishes the frequency of site visits, and serves as a roadmap for the contract administrator to ensure contractor performance. A critical aspect of the plan involves the development of monitoring tools for site visits. Monitoring tools mirror the Statement of Work and aid staff in ascertaining contractor compliance with the contract. The monitoring tools also validate whether contractor systems produce reliable and accurate information.

##### **II. Contractor Orientation**

SPOS staff conduct contractor orientations within 45 days of contract execution. The orientation provides a forum to discuss contractor and staff roles and responsibilities. Contract requirements, Statement of Work provisions, and payment of claims are also addressed in this venue.

### **III. Performance Monitoring**

SPOS uses the monitoring plan to ensure compliance with contract provisions through the following methods:

- Site visits - Staff visit contractors and project sites to evaluate contract compliance through observation, interviews, examination and verification of records. Site visits include entrance and exit conferences. They focus on compliance with the Statement of Work and the contractor's internal control systems and delivery processes. To ensure conformance with the County Guidelines, SPOS will conduct at least one comprehensive monitoring review of RES providers in conjunction with the refugee coordinator.
- Contractor meetings - SPOS schedules regular operational meetings with CalWORKs Welfare to Work/Refugee Employment Services contractors. Meetings are held quarterly and on an as needed basis.
- Desk reviews – These are primarily reviews of Monthly Progress Reports to ensure completeness and accuracy of the report. Reports are reviewed upon receipt and outcomes are closely tracked for compliance with the contract.
- Technical assistance – Contract staff clarify and interpret policies and procedures, assist in developing systems, and make referrals to appropriate resources.
- Corrective action issuance - Corrective Action Notices (CANs) of non-compliance are issued when deficiencies are noted from site visits or desk reviews to ensure contract compliance when necessary. Contractor failure to respond to a CAN, specifying what actions have been taken, may result in suspension of reimbursement.

### **IV. Fiscal Monitoring**

Staff responsibilities for review of the Claim for Reimbursement are to:

- Check accuracy of calculations and validity of costs against the contract budget;
- Ensure delivery of services or deliverables upon which payment is predicated;
- Resolve any identified discrepancies; and
- Approve the claim and forward it for payment.

### **V. Evaluation of Key Program Items**

These key items are reviewed as part of the monitoring process. Monitoring of the appropriateness of fiscal records is shared with ACS. SPOS is responsible for contract specific verification while ACS (described in detail below) is accountable for reviewing contractor systems.

#### **a. Extent To Which Program Goals Are Being Met**

The contract administrator will compare the monthly service provider report against the contracted goals for the project. Goals include:

- Number of participants served;

- Number of participants involved in welfare to work activities including training;
- Number placed in jobs;
- Number who retained jobs for 90 days; and
- Number who terminated cash assistance.

**b. Appropriateness of Fiscal Expenditures and Accuracy of Reported Fiscal Data**

Contracts are cost reimbursement for contractor compensation. Contractor invoices are compared to approved payment schedules prior to approval of claims. Additionally, the annual in-depth review of contractor systems includes a review of contractors' fiscal systems to determine whether they adequately substantiate the expenditures claimed.

**c. Accuracy of Reported Statistical Data**

SPOS monitoring staff conduct in-depth reviews of the contractor's service delivery system and methods for aggregating data for program reports (RS 50 and progress reports). As a part of this review, monitors determine whether contractor's statistics can be tracked back to original documents and that the numbers tracked during a test period equal the numbers reported. Records supporting reported data are verified. If a variance is found, corrective action will be required.

**d. Accuracy of Determination of Refugee/Entrant Status**

Staffs examine contractor's case records to evaluate documentation of refugee status.

**e. Serving Priority Groups**

Monitoring staff verify that contractors are serving the priority groups identified in the RES Plan. Staffs review the client tracking and referral data for appropriateness and to ensure that priority groups are being served.

**f. Individual Employability Plan Development**

Staffs conduct random inspections of contractors' case records to ensure that all refugee program requirements pertaining to service provision are met. These random inspections include review of employability plans for all employable family members.

**B. Centralized Monitoring Responsibilities: Agency Contract Support (ACS)**

HHSA ACS is responsible for the following monitoring tasks:

**I. Administrative Reviews**

These reviews focus on standard terms and conditions. ACS staff inspect personnel policies and procedures and review contractor administrative systems.

## **II. Special Reviews**

ACS staff conducts special reviews. These reviews are investigative in nature and usually result from allegations of misconduct.

## **III. Fiscal Reviews**

Fiscal reviews are conducted on contracts or contractors as needed.

## **3. Compliance with CDSS Monitoring Guidelines**

The County of San Diego assures that it will comply with the reporting requirements detailed on Page 18 of the CDSS County Guidelines, pertaining to frequency of monitoring, submission of reports, 90 day follow-ups on employed participants, and corrective action related to program deficiencies (See Section 2 A. V c).

All Refugee Services program requirements are provided to contractors. Additionally, technical assistance is offered to providers to ensure their understanding and compliance with these requirements. SPOS contract monitors also select random samples of reported elements to verify.

Providers are responsible for submitting RS-50 reports to the County by the 10<sup>th</sup> of each month following the end of the reporting trimester. County staff carefully review and analyze these reports. After the review is completed, data are aggregated and submitted to the Refugee Programs Bureau by the 20<sup>th</sup> of the month to meet the Bureau's deadline.

County staff will also follow specific guidance provided by CDSS on reporting requirements via Refugee Coordinator Letters and on the RPB website at [www.cdss.ca.gov/refu](http://www.cdss.ca.gov/refu).

## APPENDIX C

### NEEDS ASSESSMENT

#### Public Hearings

##### Public Hearing Testimony and Survey Results

The public hearings were advertised in the local newspapers as well as through collaborative distribution lists. They were held in El Cajon and in the City Heights area of the City of San Diego. Specific information is listed below.

March 11, 2010 San Diego County Library 201 E. Douglas Ave. El Cajon, CA 92020 5:00 to 7:00pm	March 12, 2010 Metro Career Center 3910 University Ave. San Diego, CA 92105 5:00 to 7:00pm
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English language instruction and cultural assimilation were two items mentioned most often as to what's needed for refugees to become self-sufficient. In contrast to past input, hearing participants were fairly specific about what needs to be done for refugees. Some of the specific comments were:

- We, as a community, need to develop creative ways of teaching English. Teaching people how to say "the orange cat runs fast" is not effective. It does not really help refugees speak English and obtain jobs.
- ESL instruction should be outcome driven rather than simply allowing refugees to continue attending ESL classes for partial or complete fulfillment of their CalWORKs.
- Work participation should have goal oriented requirements.
- One-on-one home tutoring is needed.
- Computers should be utilized for instruction. For example, pictures and sounds should be presented. This will also help participants acquire computer skills.
- Identify jobs where English speaking is not as critical.
- Income for persons who are 21-60 and not eligible for CalWORKs needs to be addressed.
- Look at jobs in the Conservation Corp.

*Note: At one of the hearings there were several young refugees who were employees in the Conservation Corp.*

Public hearing participants expressed the need to think outside the box. There is a tendency to offer acculturation in a one size fits all pattern. Some of the newer groups, however, need very basic cultural training. Specific suggestions offered were:

- We should move beyond the classroom. For example, one of the local VOLAGs recognized that their Burmese clients had no concept of the bus system since they were used to biking everywhere. They developed a special training for their customers. They began by explaining what a #1 bus looked like, what a #5 bus looked like, and the concept of bus routes. Then they took a group on a field trip – getting from Point A to Point B on a bus.

- Time management has to be addressed. Most Burmese have never worked before and have no concept of appointments and time.

The central message conveyed about all of the comments pertaining to training is that no matter the subject, to be effective the training has to be practical and meaningful.

Participants were split about whether services should be tailored towards different cultural groups. Some thought that it was impractical because it is naïve to think that the federal government could provide enough resources to make it a reality. Additionally, refugee populations (new arrivals) are constantly changing in San Diego. Other participants felt that since refugees are different, the way we approach and help them should not necessarily be identical. There was also the suggestion that what we need to help refugees is not really any special programs but more of a one-on-one or individual contact with the refugee participants.

There was discussion of schools being more than simply institutions of learning. Schools can also serve as a social network to meet people and make friends who can provide advice/support that can lead to a job/ self sufficiency.

### ***Service System***

Participants had lots of positive input related to the services network. They identified significant strengths including a strong spirit of collaboration and regular communication exchanges. For example, with the Wilson Fish program and the County's CalWORKs cash assistance, refugees have a stable source of income to help them pay their bills.

On the down side, hearing participants did not think there were enough staff in the whole service network to handle the increasing number of refugees due to new arrivals. Some other weaknesses, as perceived by the participants, included:

- Inadequate employment assistance
- Not enough incentives for participation by refugees
- Insufficient funding to meet needs
- Complexity of obtaining County assistance, e.g., cash and food stamps
- Insufficient staff capacity
- Insufficient programs for people without families

Public hearing participants had several issues with the provision/access of services offered by the County's HHSA. In their perception:

- Customer service (including long wait times) at Family Resource Centers (FRCs) is inadequate
- Communication difficulties impede providing services. An example was shared that a family had their children removed from the home although from their perspective there was no harm caused to the children

Suggestions for strengthening the service network were to:

- Solicit community volunteers to help augment services.

- Form a job development task force that agencies can tap into to obtain jobs for their customers.
- Develop best practices for cultural orientation that can be used to provide more effective orientation.
- Institute performance based ESL so that people attending are incentivized to succeed – that is, learn English.
- Involve refugees in setting policies for services.
- Remove obstacles – such as childcare - which is expensive.
- Look at creative ways of improving transportation. Explore the possibility of carpools.
- Provide more Individual Development Account (IDA) type programs where refugees have incentives to save.
- Develop a shared data base and shared job development resources. One possibility is to use pooled funding to identify and develop jobs that all the agencies can use.
- Conduct outreach and educate employers about refugees to improve hiring opportunities.
- Provide Child Protective Services and other HHSA sections with cultural competence training to help them address their refugee customer needs more adequately.
- Provide recertification and other specialized job assistance for those with professional certifications or licenses.

### ***Other Services/Resources***

Hearing participants had several creative ideas to offer. One suggestion in particular looks at acculturation from a different perspective. The notion that acculturation is not and should not be a one-way street resonated with the group. One reason that refugees face difficulty in adjusting to their new circumstances is that they are often seen by the larger community as different and lacking. Once, however, the general population comes to accept refugees for whom and what they are, it will ease their transition. When employers see the refugees as valuable and realize their strengths (such as their loyalty and reliability), job placement will not be as challenging.

Another thought expressed by several of the participants was that funding for smaller organizations is desperately needed. The small MAAs continue to help their community members, but are often severely limited because they have no funding. In this context, the suggestion of providing training to MAAs to help them address the needs of their communities was also offered.

Another novel suggestion was that there should be a home-based ESL program in addition to the instruction offered in adult education and community colleges.

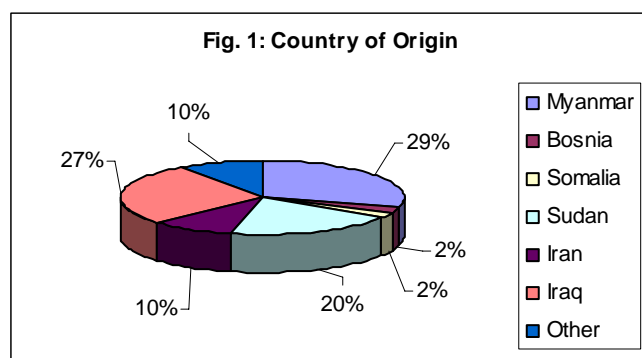
Participants also recommended involving churches or other faith based institutions more often to help refugees.

## Customer Surveys

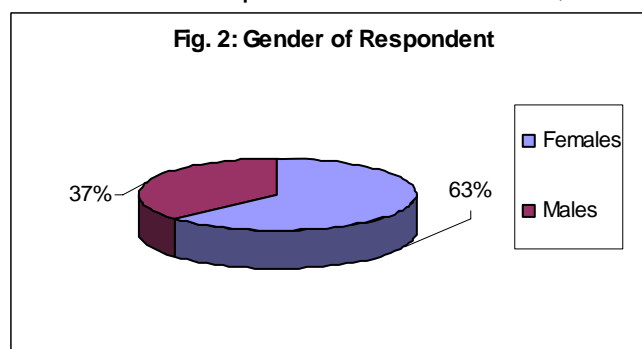
Refugees had the opportunity to complete surveys on-line. It was advertised among refugee service providers. Providers were requested to assist the respondents in completing the surveys. The survey instrument was comprised of 30 questions, most of which were close-ended questions. 41 individuals responded to this survey.

### ***Key Demographic Characteristics of Respondents:***

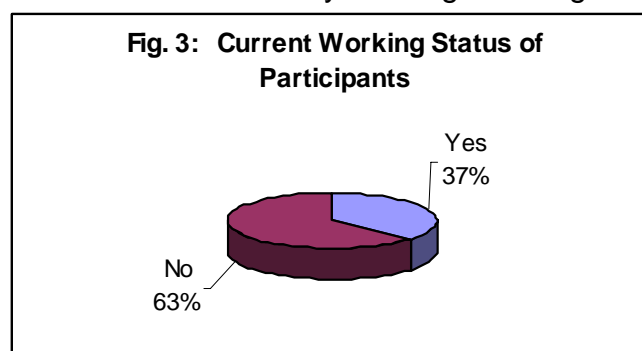
- Persons from Myanmar and Iraq together constituted more than 50% of the respondents. See Fig. 1



- 63% of respondents were female; 37% were male. See Fig. 2

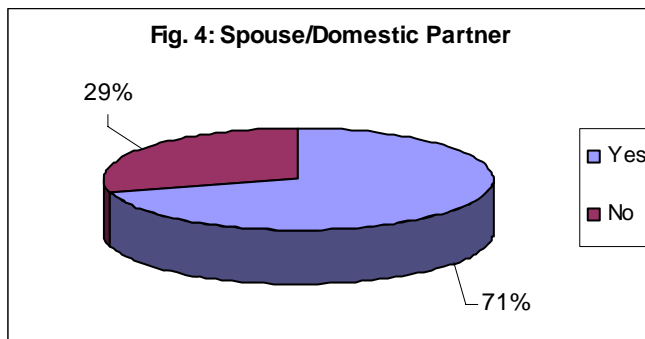


- 37% are currently working. See Fig. 3

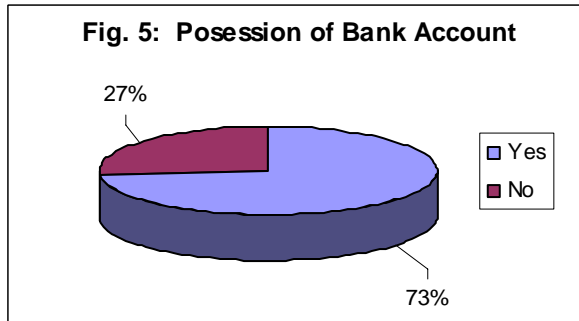


- 71% reported that they were married or had a partner. (Fig. 4)

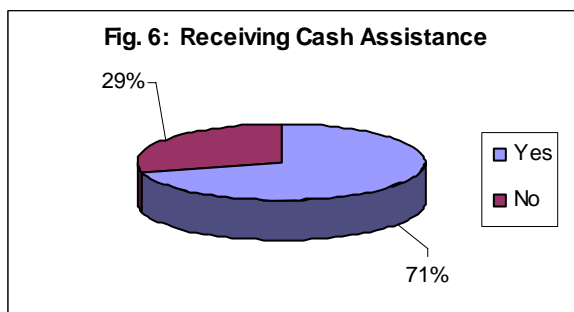




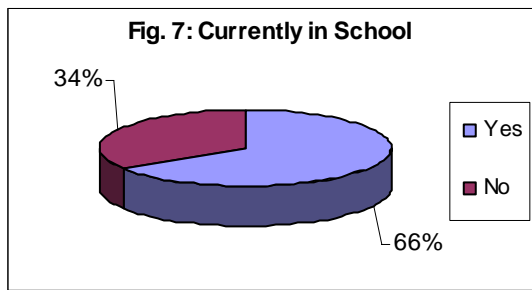
- 73% of respondents had a bank account. See Fig. 5



- None of the respondents had ever applied for an Individual Development Account.
- 71% of survey participants were receiving cash assistance (Fig. 6).
- Only 10 persons had applied for the EITC. 15 persons reported that they are currently working; 11 reported that they had worked at some time in the past; 13 reported that their spouses worked. Hence it appears that several additional respondents were eligible for the credit but did not apply for it - effectively forgoing additional needed income.



- 66% are currently attending some type of school (includes ESL, See Fig 7)

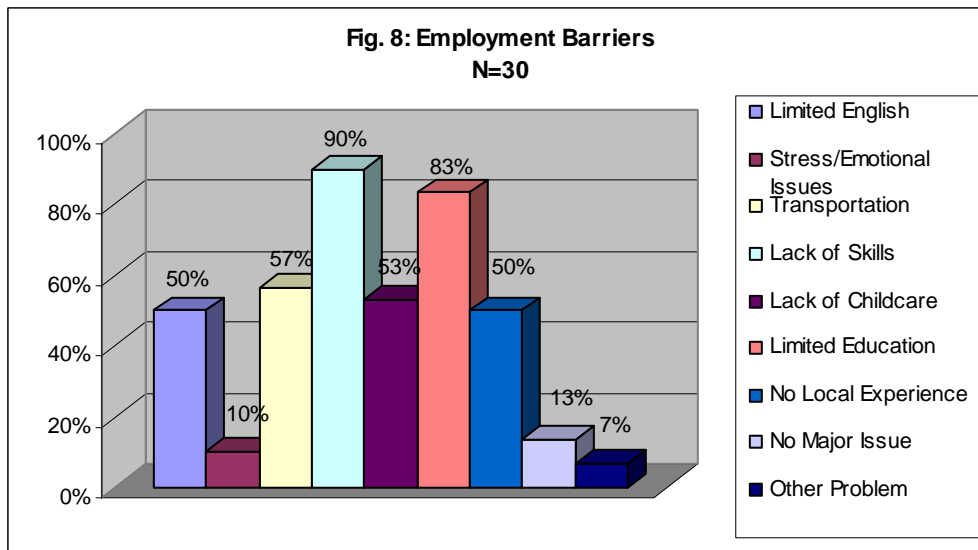


## Survey Responses

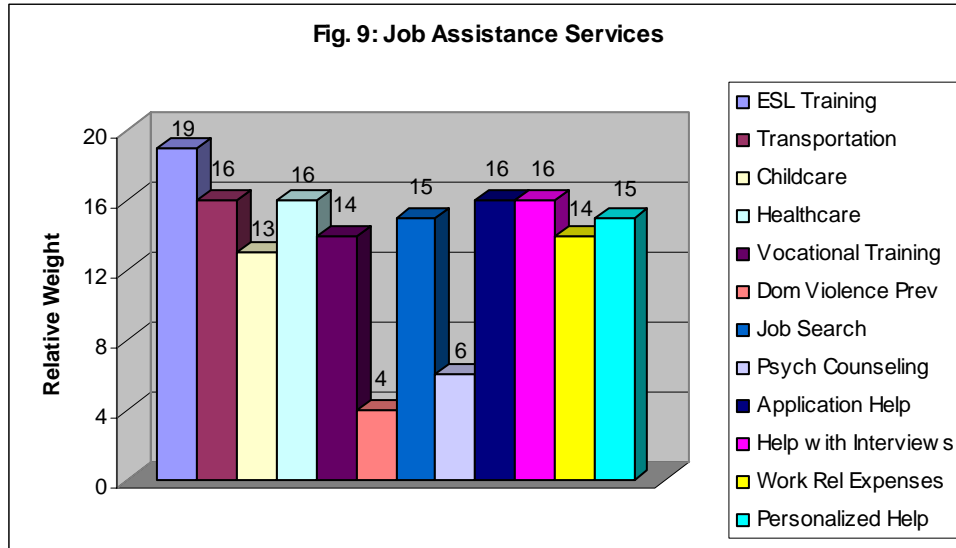
Survey questions solicited participants' barriers to employment as they viewed them and also sought to determine their thoughts about what services would help them become self-sufficient.

One question on the survey asked respondents to self report on the job barriers they considered to be significant. There were 13 choices and respondents could (and did) select multiple items they considered to be barriers. (Please see Fig. 8 below). Only 50% of respondents thought that limited English posed a barrier in obtaining employment. This contrasts significantly from provider statements during the public hearings and comments throughout the year that language deficits constitute a major barrier to employment. Also, again in contrast with provider statements, only 10% of respondents thought that stress or emotional problems were a factor in not finding employment. This, however, may be attributed to cultural stigma associated with mental illness. The two items selected most frequently as barriers were lack of education and limited skills. These selections are consistent with provider observations. There were four potential job barriers that were not selected by any of the respondents answering this question and are not included in the graph below. These items were:

- Refugee's health
- Family member's health
- Alcohol and drug problems
- Not wishing to work

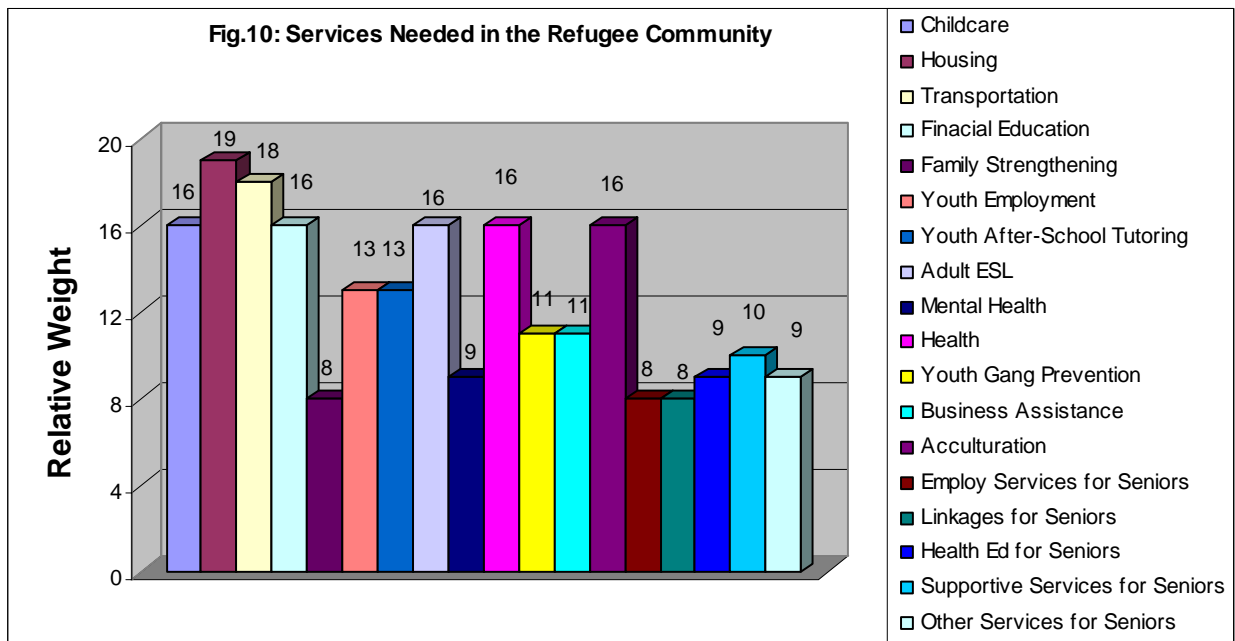


Survey respondents were asked to rate 12 different job related services on a scale of 1 to 12 (one being the most important). Responses were weighted accordingly and a standardized scale was utilized to reflect the importance of each category of assistance. Since each item could be ranked independently, multiple services could and were ranked equally. Results are presented below (Fig. 9). A higher score signifies a higher relative weight.



Interestingly, though only 50% of respondents believed that limited English capacity was an obstacle in obtaining employment, ESL training was the category that was weighted most heavily. Psychological counseling was one of the lowest rated services and this response was not inconsistent with respondents indicating that they had no mental health issues. (See results of responses pertaining to employment barriers).

Respondents were also asked their opinion of what services were needed in the community for refugees (not necessarily for themselves). A relative weight was assigned to each response and, similarly to the previous question, a higher relative weight represents a greater perceived need. The results are presented below in Fig. 10.



Housing was assigned the greatest weight signifying that respondents considered this to be the greatest need. This was followed by childcare, financial education, adult ESL, health, and acculturation.

The last five items shown in the graph pertain to services for older refugees. These services were not ranked very highly by the respondents.

## **VIII. REQUIRED ASSURANCES**

The county of San Diego assures that the 2010-2013 RES Plan was developed in accordance with:

- California Department of Social Services Manual of Policies and Procedures
  - Refugee Resettlement Program Regulations - Division 69-200
  - Cuban/Haitian Entrant Program – Division 69-300
  - Purchase of Services Regulations – Division 23-600
- Code of Federal Regulations – Title 45 –Public Welfare
  - Refugee Resettlement Program – 45 CFR PART 400
  - Cuban/Haitian Entrant Program – 45 CFR PART 401
  - Uniform Administrative Requirements – 45 CFR PART 74
  - Federal Procurement Standards – 45CFR PART 92
- California Department of Social Services County Refugee Program Guidelines
- California Welfare and Institution Code Section 10850 - Confidentiality of Records

## **IX. COUNTY BOARD OF SUPERVISORS RESOLUTION**

Resolution No. 10-096  
Meeting Date: 06/29/10 (6)

**A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF  
SAN DIEGO RELATING TO REFUGEE EMPLOYMENT SERVICES PLAN  
FISCAL YEAR 2010-2011 THROUGH FISCAL YEAR 2012-2013**

WHEREAS, the Refugee Programs Branch of the California Department of Social Services makes funds available to the County of San Diego for Refugee Employment Services; and,

WHEREAS, the Board of Supervisors of the County of San Diego has determined that there is need for Refugee Employment Services to assist newly arrived refugees to become self-sufficient; and,

WHEREAS, funding by the Refugee Programs Branch is contingent upon the County of San Diego developing and submitting a three-year local plan for Refugee Employment Services; and,

WHEREAS, the Health and Human Services Agency of the County of San Diego has, with community participation, developed a local plan for Refugee Employment Services for Fiscal Years 2010-2011, 2011-2012, 2012-2013; and,

WHEREAS, the Director of the Health and Human Services Agency, or the designee (Deputy Director, Health and Human Services Agency, Strategic Planning and Operational Support division) will administer the resulting grant funds on behalf of the County of San Diego.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Board of Supervisors of the County of San Diego approved the local plan for Refugee Employment Services for fiscal year 2010-2011 through fiscal year 2012-2013 and authorized the Director of the Health and Human Services Agency or the designee to submit the plan to the Refugee Programs Branch of the California Department of Social Services, and to negotiate revisions to the plan which do not substantially modify the plan, if necessary to secure state approval, and to make revisions to the plan necessitated by changes in funding amounts or services.

APPROVED AS TO FORM AND LEGALITY  
COUNTY COUNSEL.

BY   
SENIOR DEPUTY

ON MOTION of Supervisor Jacob, seconded by Supervisor Cox, the Board of Supervisors adopted the foregoing Resolution.

PASSED AND ADOPTED by the Board of Supervisors, County of San Diego, State of California, on this 29<sup>th</sup> day of June, 2010, by the following vote:

AYES: Cox, Jacob, Slater-Price, Roberts, Horn

- - -

STATE OF CALIFORNIA)  
County of San Diego)<sup>SS</sup>

I hereby certify that the foregoing is a full, true and correct copy of the Original Resolution entered in the Minutes of the Board of Supervisors.

THOMAS J. PASTUSZKA  
Clerk of the Board of Supervisors

By: Kellie Barclay  
Kellie Barclay, Deputy



Resolution No. 10-096  
06/29/10 (6)



## **X. OPTIONAL COUNTY INFORMATION**

Although refugee employment services are the primary service emphasis of this Plan, information obtained from various sources, including on-going input from the refugee community, indicates that, for refugees to attain self-sufficiency, other services such as access to health, mental health services, financial education and asset building need to be made available to refugees.

The HHSA has developed extensive partnerships with community members to enhance social service networks in the county. HHSA will continue its cross threading efforts to promote service integration and address barriers to safety, promote health education and engage in community capacity building.

Unresolved health needs are a critical barrier to self-sufficiency for refugees. To assist in addressing these needs, HHSA's Refugee Health section receives funding to provide health services to the local refugee community. All funds originate from the Federal Office of Refugee Resettlement and come to the County as awards through the State of California's Refugee Health Branch.

The Refugee Health Assessment Program (RHAP) provides health evaluations for eligible refugees, asylees, parolees, and victims of trafficking. The core elements of the health screening are determined by the State, and include immunizations, tuberculosis (TB) testing, screening for intestinal parasites, and blood lead determinations for young children. A general history and physical is also performed. RHAP clients are referred for evaluations by the voluntary resettlement agencies in San Diego with the goal of providing evaluations within 30 days of their arrival.

The overall goal of RHAP services is to ensure that new arrivals are free of communicable disease and that the refugees are evaluated and referred for medical follow-up as needed. Upon arrival, refugees have access to Medi-Cal for eight months. After RHAP evaluations are completed, clients are referred to their primary care providers for follow-up of identified conditions and ongoing care.

To address mental health issues, another critical need for refugees, the County's HHSA Mental Health Services division has set aside Mental Health Services Act (MHSA) dollars for victims of trauma and torture. Currently these services are being provided in San Diego's East County through a contract with a community based organization that specializes in providing services to refugees.

The proposed 2010-2013 RES is a comprehensive, multi-service and multi-partner approach to address self-sufficiency to the very diverse refugee population. The approach includes capacity-building efforts to enhance the community and help the refugees help themselves.